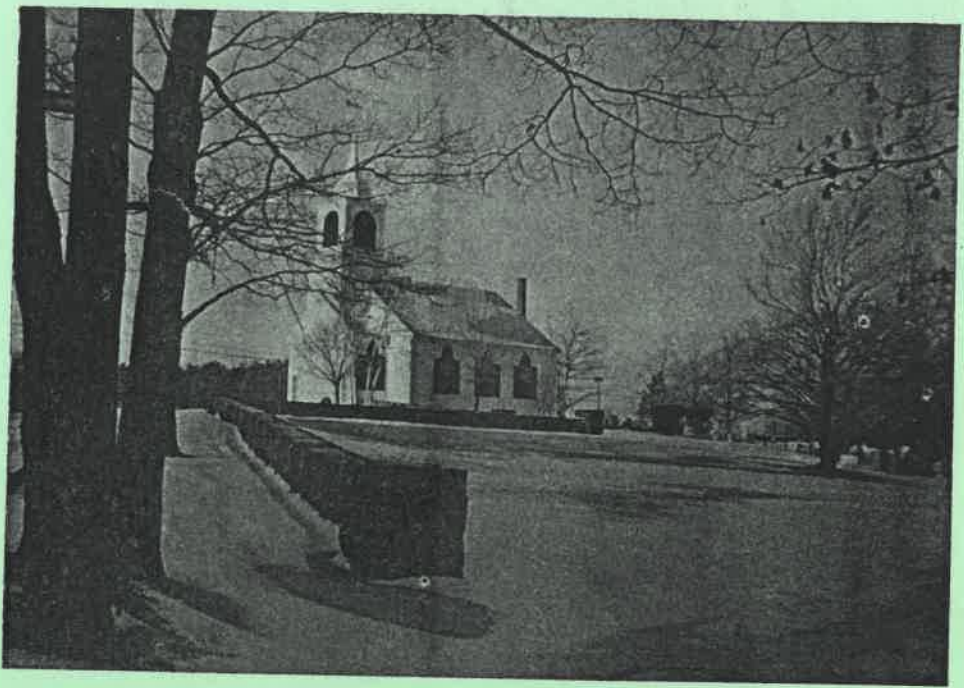


DESK COPY

An Assessment of the Visual Resources of Cape Elizabeth, Maine

With recommendations for their protection



A report to the Comprehensive Planning Commission & Town Council
From the Visual Resource Working Group

Prepared by Holly Dominie, Visual Resource Management Consultant
Manchester, Maine

Field work conducted by Michele Ringrose
Cape Elizabeth, Maine

February 19, 1989

[The page contains extremely faint and illegible text, likely bleed-through from the reverse side of the paper. No specific words or phrases can be discerned.]

EXECUTIVE SUMMARY

A working group convened by the Town Manager undertook this study with the assistance of consultants Holly Dominie and Michele Ringrose. They were asked to identify the attributes of the landscape that contribute most to the town's visual character and scenic beauty and to propose a strategy for protecting them.

They mapped forty eight special features and forty four scenic views of these features from public places such as roads and parks. Fifteen of the views were ranked as highest priority for protection (Class A), thirteen were deemed medium priority (Class B), and sixteen fell in lowest priority (Class C). The special features and scenic views clustered in six areas of town including: Spurwink Marsh & River, Kettle Cove & Richmond's Island, Two Lights & Hannaford Cove, Shore Road, Trundy Point, and Great Pond.

With the exception of Trundy Point, these high priority areas were cited as most important for public enjoyment by those who responded to the public opinion survey circulated by the Comprehensive Planning Commission. Accordingly, the working group recommends that portions of these areas be targeted for acquisition, protected in perpetuity through conservation easements, and included in a scenic conservation zone.

Medium priority areas include the town's working farmland, also singled out for protection by the public opinion survey. A scenic overlay zone, special performance standards, and priority for long term protection are recommended for them. Visual impact studies are recommended if they are proposed for development. Lowest priority areas encompass the remaining Class C views and special features. The group recommends that they be included in the scenic overlay zone and protected through performance standards in the development review process.

The report also recommends protection for scenic roads, private views in developed shoreland areas, natural character in undeveloped shoreland areas, and architectural and historic resources. Undeveloped shoreline areas and architectural and historic resources require further study before specific protection measures can be developed.

Seven policies are recommended for inclusion in the revised comprehensive plan to protect the town's visual resources. Suggestions are also made concerning the content of the regulatory mechanisms, including performance standards, which will be needed to carry out the recommendations.

ACKNOWLEDGEMENTS

Working Group Members

Dr. Robert Agan, Board of Historic Preservation Advisors
William Jordan, Harbor Advisory Committee
Alice Rand, Planning Board
Dr. Peter Rand, Conservation Commission
Stephen Butler, Town Planner
Michael McGovern, Town Manager

Consultants

Holly Dominie, Manchester, ME
Michele Ringrose, Cape Elizabeth, ME

Cartography

Susan Tolman, Readfield, ME

Cover Photo

Peter Monro, Cape Elizabeth

TABLE OF CONTENTS

LIST OF EXHIBITS AND APPENDICES	5
INTRODUCTION	6
INTEREST IN VISUAL RESOURCE MANAGEMENT.....	6
INVENTORY AND EVALUATION PROCEDURES	7
Special Features	7
Scenic Views from Public Places.....	9
STUDY FINDINGS.....	9
Special Features	11
Scenic Views from Public Places.....	11
MANAGEMENT IMPLICATIONS & RECOMMENDATIONS	22
High Priority Areas.....	22
1. Spurwink River & Marsh Area.....	22
2. Kettle Cove/Richmond's Island Area.....	25
3. Two Lights/Hannaford Cove Area.....	25
4. Shore Road Area.....	26
5. Trundy Point.....	27
6. Great Pond.....	28
Medium Priority Areas.....	28
7. Maxwell Farm Area at Spurwink and Sawyer Roads.....	28
8. Ram Island and Sprague Farms Area.....	29
9. Alewife Brook Farm Area.....	30
Lower Priority Areas.....	30
10. All others	30
Other Visual Considerations.....	31
11. Scenic Roads.....	31
12. Undeveloped Shoreland Areas	32
13. Developed Shoreland Areas.....	32
14. Architectural and Historic Resources.....	33
15. General Recommendations	33
RECOMMENDED POLICIES FOR THE COMPREHENSIVE PLAN.....	34
RECOMMENDED REGULATORY PROVISIONS	36
Scenic Conservation Zone	36
Scenic Overlay Zone.....	36
1. Medium Priority Areas.....	36
2. Lower Priority Areas.....	38
3. Scenic Road Corridors.....	38
Protecting Private Views	39
REFERENCES CITED.....	39

LIST OF EXHIBITS AND APPENDICES

	<u>Page</u>
EXHIBIT 1: Criteria For Rating Scenic Views	10
EXHIBIT 2: List of Special Features by Category	12-15
EXHIBIT 3: Map of Special Features	16
EXHIBIT 4: List of Scenic Views by Quality Class	17-18
EXHIBIT 5: Map of Scenic Views	19
EXHIBIT 6: Comparison of Study & Survey Results By Rank Order	20
EXHIBIT 7: Map of High Priority Areas	23
EXHIBIT 8: Sample Map Depicting the Viewshed of a Scenic View	35
APPENDIX 1: Special Feature Field Form	41
APPENDIX 2: Scenic View Field Form	42

INTRODUCTION

The physical attractiveness of the Cape is the third most important quality about living in town, preceded only by close proximity to the ocean and the natural environment, according to the public opinion survey conducted in 1988 by the Comprehensive Planning Commission. The same survey affirmed an overwhelming agreement in protecting scenic views in shoreland areas and preserving rural character.

To enable the town to take clear and effective steps to assure that the town's visual resources are indeed protected, the Town Manager established a working group of citizens to work with Visual Resource Consultant Holly Dominie. Their charge was to identify those attributes of the landscape that contribute most to the town's visual character and scenic beauty; and propose a strategy for protecting them.

Under the working group's guidance, Ms. Dominie developed a method for identifying special features of the town with high visual interest and rating the quality of the views of these features from public places such as roads and parks. Michèle Ringrose, a town resident and consultant, then traveled throughout the town, prepared a map, and completed field forms for the features and views that met the criteria specified in the method. The working group reviewed the results with the consultants and developed the recommendations contained in this report.

INTEREST IN VISUAL RESOURCE MANAGEMENT

Our feelings about the quality of our lives, the communities in which we live, and the places we work and visit are greatly influenced by how the landscape looks. Since eighty-seven percent of human sensory experience is visual (U.S. Forest Service, 1973), we enjoy places more when they provide high quality visual experiences. People have come to realize this important relationship and are looking for ways better to understand and protect visual resources as the landscape is changed and developed.

This interest has prompted considerable advances in the field of visual resource identification and management. As a result of research, we now know that there are commonly held perceptions about what makes a landscape visually attractive. The adage that "beauty is in the eye of the beholder" as it relates to the landscape has been discounted through these perception studies. Rather, we know that natural and rural landscapes are generally preferred over urban settings; and views of water are most generally preferred above all others. Long distance views; development that is characteristic of a particular place such as Maine's harbors, farms, and historic buildings; views of landforms and islands; and land use diversity are also important (Steinitz, 1988).

INVENTORY AND EVALUATION PROCEDURES

The inventory and evaluation procedures developed for Cape Elizabeth build upon the results of this research on human perceptions. Anyone wishing to learn more about the rationale and the specific research upon which it is based should consult the studies undertaken for the State Planning Office and Acadia National Park by Dominie and Droege, and Steinitz, respectively.

Two types of visual resources were mapped and evaluated: special features and views of special features from public places.

Special Features

Special features are places that contribute to a high quality visual experience and shape a distinctive sense of place and historical continuity in a community. Frequently, they are beacons that one can spot for some distance; sometimes they are quiet, out-of-the-way places. They may serve as visual clues that one is in a particular town or neighborhood. Many are responsible for bestowing an appearance of rural character upon a town. The following kinds of features were included in the inventory:

1. Cultural landmarks - visually prominent places with historic value; renowned as outstanding architecture or featured in works of art; or

- recognized locally as symbolizing the town (such as a community building or monument).
2. Activity centers - places with strong visual interest where people work in natural resource-based industries (such as farms and harbors) or where people play (such as trails, parks, or golf courses). These are places where people watch people.
 3. Natural features - undeveloped or naturally appearing places such as beaches, islands, estuaries and other water bodies, and prominent hills.
 4. Roads - that wind and change elevation; are canopied or lined by stonewalls, or pass through extensive distances of special features. Undeveloped stretches of road greater than 1/4 mile, wooded or open, are also shown on the map.
 5. Gateways - the points or stretches along a road where one perceives to have arrived or departed from the village area or from one town to another.
 6. Scenic areas documented as being of state or regional significance (see Dominie and Droege 1987).

Each feature was mapped, coded by category and site number, and evaluated (see the sample field form in the Appendix 1). Sites received more than one category notation when they spanned more than one category. The evaluation process consisted of simple judgement calls by the working group on three questions about the relative importance of each feature. The significance, visibility, and number of viewers were rated high, medium or low and a notation about ownership was made as described below:

1. Significance - What is the visual quality of the feature in comparison with others of its kind? Those with statewide or regional significance were rated "high"; those with townwide significance were designated "medium"; and neighborhood significance received a "low".
2. Visibility - Can the feature be seen from a public place and how prominently located is it? Those features in full view, without abutting buildings or woodland areas that screen them were rated "high"; those that were setback or somewhat obscured because of trees

or landform were rated "medium"; and those that were mostly or totally obscured were rated "low".

3. Number of viewers (sensitivity) - How many people view the feature on a daily basis? If features were located along one of the most heavily traveled roads in town or attract considerable seasonal visitors, they were rated "high"; those that attract fewer visitors or daily commuters were rated "medium"; and those infrequently seen were designated "low".
4. Ownership - was also noted as "T" town, "S" state, "F" federal, and "P" private. Places under conservation easement were designated "E" as well.

Scenic Views from Public Places

The inventory also included places along public roads or from parks and other public facilities where the special features identified above can be viewed. While the special features inventory included only working farms, views of any open field were added to this part of the study because rural character is so important to Cape Elizabeth citizens. Any view of water was also included. Each viewing area was mapped and the quality of the view ranked according to the criteria shown in Exhibit 1: Ranking System For View Quality. An example of the field form upon which information about the view and its ranking is included as Appendix 2.

Once the views were rated, they were organized in order of their rank and divided into three classes of scenic quality "A", "B", and "C" with the A's being most scenic. The groups were determined on the basis of how the points clustered.

STUDY FINDINGS

The Cape Elizabeth landscape mirrors the historical development of the town. Originally the province of farmers and fishermen, the scenic coast attracted summer people and the well-to-do in the first half of the twentieth century. Later on when transportation became more convenient

EXHIBIT 1: CRITERIA FOR RATING THE SCENIC QUALITY OF SPECIAL VIEWS FROM ROADS

	<u>POINTS:</u>
1. View duration Distance of view along the road is:	
At least .25 of a mile intermittently	1
.2 to .5 of a mile	2
>.5 of a mile	4
2. Position of observer Difference in elevation between viewer and dominant landscape feature is:	
20-39 ft	2
40+	4
3. Viewing distance One can see:	
.25 to 1 miles	2
> than 1 miles	4
4. Presence of water Water, if present,:	
Is not dominant	1
Contains islands or irregular shoreline but is not dominant	3
Is dominant feature; but does not contain islands or irregular shoreline	5
Is dominant and contains islands and irregular shoreline	7
5. Degree of naturalism or pastoralism The view contains:	
Development that is inconspicuous or confined to a limited area	4
Very few signs of development other than pastoral features (farms, fields, woodlots)	7
6. Land use edge and diversity Number of cover types (fields, forest, cultivated land, wetlands) seen in the view:	
2 or 3	3
4+	5
7. Special features	7 each

and people began to move to the "country", residential development began its ascendancy over the town. Today, the landscape is a patchwork of residential areas, interspersed with the few remaining farms, wooded country roads, estates and views of the ocean and other special features. Although many think of one or two special places such as Kettle Cove when they consider Cape's visual attractiveness, it is really the interplay and diversity of field, forest, winding road, water, and development that provide the town with a special sense of place.

The following is a description of the most important visual resources. Wherever possible, the study results are compared with the opinions expressed by citizens in the survey conducted by the Comprehensive Planning Committee in 1988.

Special Features

Forty eight special features were identified. They are listed in Exhibit 2: List of Special Features by Category, and shown on Exhibit 3: Map of Special Features.

Scenic Views from Public Places

Forty four scenic views were mapped and ranked. They are listed in rank order, grouped by Class A, B, and C quality in Exhibit 4: List of Scenic Views by Quality Class, and shown on Exhibit 5: Map of Special Features.

EXHIBIT 2: LIST OF SPECIAL FEATURES BY CATEGORY

<u>Code</u>	<u>Feature</u>	<u>Signif.</u>	<u>Visibility</u>	<u>No. of Viewers</u>	<u>Owner.</u>
Cultural Landmarks					
C-A-1	Fort Williams	H	H	H	T
C-2	Portland Head	H	H	M	F
C-A-N-6	Two Lights	H	H	M	S/P
C-11	Coast Guard Lt (Two Lights)	H	H	M	F
C-4	Spurwink Chrch	H	H	M	T
C-8	Town Hall	H	M	H	T
C-5	Riverside Cem.	H	M	M	P
C-9	Middle Sch. (Old High School)	M	H	M	T
C-3	C.E. Church/ Seaside Cem.	M	M	M	T
C-7	Sprague Hall	M	M	M	P
C-10	Thomas Mem. Library	M	L	L	T
Activity Centers					
A-3	Maxwell's Farm (Spurwink/Sawyer Rds)	H	H	H	P
C-A-1	Fort Williams	H	H	H	S
A-N-2	Kettle Cove	H	H	H	S
A-N-5	Crescent Bch/ Seal Cove	H	H	H	S
A-9	Alewife Bk Fm.	H	H	M	P
A-8	Jordan's Farm (Wells Rd.)	H	H	M	P

H= High

M= Medium

L= Low

(A)= means the road is scenic because of grade and alignment

(S)= " " " " " " " " roadside character

T= Town owned

S= State owned

E= Under conservation easement

F= Federally owned

P= Privately owned

EXHIBIT 2, page 2 of 4

<u>Code</u>	<u>Feature</u>	<u>Signif.</u>	<u>Visibility</u>	<u>No. of Viewers</u>	<u>Owner.</u>
Activity Centers continued:					
C-A-N-6	Two Lights	H	H	M	S/F/P
A-11	Spurwink Farm	H	M	L	P
A-12	Ram Island Fm	H	L	L	P
A-4	Purpoodock C. C.	M	H	H	P
A-7	Lions' Field	M	M	H	T
A-N-10	Sawyer Road Quarry	L	L	L	P
Natural Features					
N-4	Spurwink Marsh	H	H	H	P
A-N-2	Kettle Cove	H	H	H	S
A-N-5	Cresc.B/SealC	H	H	H	S
N-3	Richmond's Island		H	H	M P
C-A-N-6	Two Lights Area	H	H	M	S/F/P
N-7	Alewife Brook	H	M	M	P
N-1	Great Pond	H	M	L	P/S/E
N-16	Ram Island	H	L	L	P
N-12	Trundy Point	M	H	L	P
N-9	Pond Cove Brk/ Robinson's Woods	M	M	M	P
N-14	Pollock Crk Pd.	M	M	L	P
N-?	Jordan's Pond	M	L	L	P
N-8	Wainright's Pd.	L	M	L	P
A-N-10	Sawyer Rd. Quarry	L	M	L	P
N-13	Little Pond	L	L	L	P

H= High

T= Town owned

F= Federally owned

M= Medium

S= State owned

P= Privately owned

L= Low

E= Under conservation easement

(A)= means the road is scenic because of grade and alignment

(S)= " " " " " " " " roadside character

EXHIBIT 2, page 3 Of 4

<u>Code</u>	<u>Feature</u>	<u>Signif.</u>	<u>Visibility</u>	<u>No. of Viewers</u>	<u>Owner.</u>
Natural Areas continued:					
N-11	Willow Brk Pd.	L	L	L	P
Scenic Roads					
R-9	Bowery Bch Rd.	H	NA	H	(S)
R-1	Shore Road	H	"	M	(A)
R-3b	Sawyer Road (Ficket St. to Spurwink River)	H	"	M	(A)
R-5	Charles E. Jordan Road	H	"	L	(A,S)
R-10	Old Ocean Hs Rd.	H	"	L	(S)
R-3a	Sawyer Road (Ficket St. to Route 77)	M	"	M	(A,S)
R-8a	Fowler Rd. (from Bowery Beach Rd. to Route 77)	M	"	M	(S)
R-8	Fowler Road (from Charles E. Jordan to Bowery Beach Road)	M	"	L	(S)
R-4	Spurwink Ave.	M	"	M	(S)
R-6	Wells Road	M	"	M	(S)
R-7	Two Lights Road	M	"	M	(S)
R-2	Mitchell Road	L	"	M	(A)

Gateways

<u>Code</u>	<u>Feature</u>
G-1	CE/SP line at Shore Rd
G-2	Rt. 77 at Mormon Church/Brook
G-3	Rt. 77 at Hill Way

H= High
M= Medium
L= Low
T= Town owned
S= State owned
E= Under conservation easement
F= Federally owned
P= Privately owned
(A)= means the road is scenic because of grade and alignment
(S)= " " " " " " " " roadside character

EXHIBIT 2, page 4 of 4

Gateways continued:

- G-4 Rt. 77 at Fowler Rd.
- G-5 Scott Dyer at Patricia Drive
- G-6 CE/Scarb line at Spurwink River
- G-7 Sawyer Rd. at quarry

Scenic Areas of Regional Significance

- S-1 Spurwink Marsh to Two Lights

H= High T= Town owned
M= Medium S= State owned P= Privately owned
L= Low F= Federally owned E= Under conservation
easement
(A)= means the road is scenic because of grade and alignment
(S)= " " " " " " " roadside character

CAPE ELIZABETH, MAINE COMPREHENSIVE PLAN

EXHIBIT 3 SPECIAL FEATURES

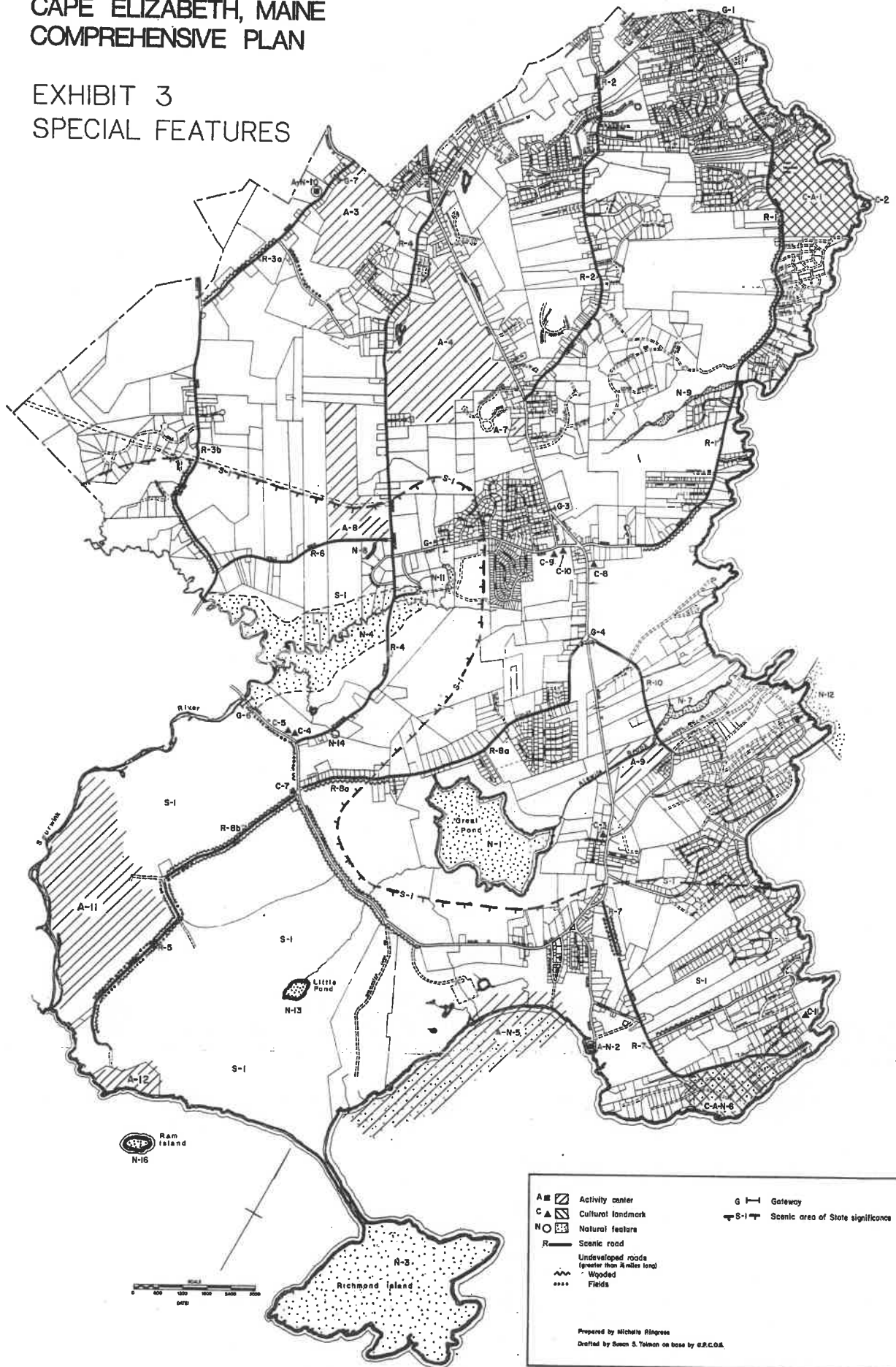


EXHIBIT 4: SCENIC VIEWS BY QUALITY GROUPS A, B & C

<u>Rank order:</u>		<u>Code:</u>
Group A (Fifteen views/point range: 47-31)		
1	Spurwink Church and Riverside Cemetary	SF-9
2	Ocean and Portland Harbor at Fort Williams	SF-15
3	Kettle Cove from Ocean House Rd.	W-4
	Ocean from Crescent Beach	W-5
4	Spurwink Marsh and River from Spurwink Road	SF-8
5	Ocean from Two Lights State Park	W-6
6.	Spurwk M & River from Sawyer Rd. west of Wells Rd.	SF-2
	Marsh and River to southwest from bridge	SF-11
7	Pond and ocean from Hannaford Cove Rd.	W-8
	Marsh from Wells Rd	SF-3
	Two Lights lighthouse area	W-7
	Reef Rd. north of Trundy Point	W-10
8	Fields & ocean from Two Lights Rd.	F-13
	Spurwk. Marsh & River from Sawyer Rd east of Wells Rd	SF-1
Group B (Thirteen views/point range: 30-21)		
9.	Ocean from Route 77 east of Inn By the Sea	W-2
	Spurwk. Marsh & River from Route 77 bridge to NEast	SF-10
10.	Spurwink Marsh, River & Steeple from Spurwink Rd.	SF-6
	Alewife Brook Farm east of Route 77	F-11
11	Great Pond from Fowler Rd.	W-3
	South side of Trundy Point from Reef Rd.	W-9
	Pond Cove from Shore Rd.	W-13
	Portland Harbor from Sea View Ave.	W-15
12.	Higgins Beach from Charles E. Jordan Road	W-1
13.	Maxwell Farm from Sawyer Rd	F-2
	Maxwell Farm from Spurwink Rd.	F-2
	Spurwink Marsh, River and High school from Spurw. Rd.	SF-7
14.	Ocean and Fort Williams from Shore Rd.	SF-14

F= fields or farmland

W= water

SF= special feature (activity center, cultural landmark, or natural area)

EXHIBIT 4, Page 2 of 2**Group C (Sixteen views/point range: 19-7)**

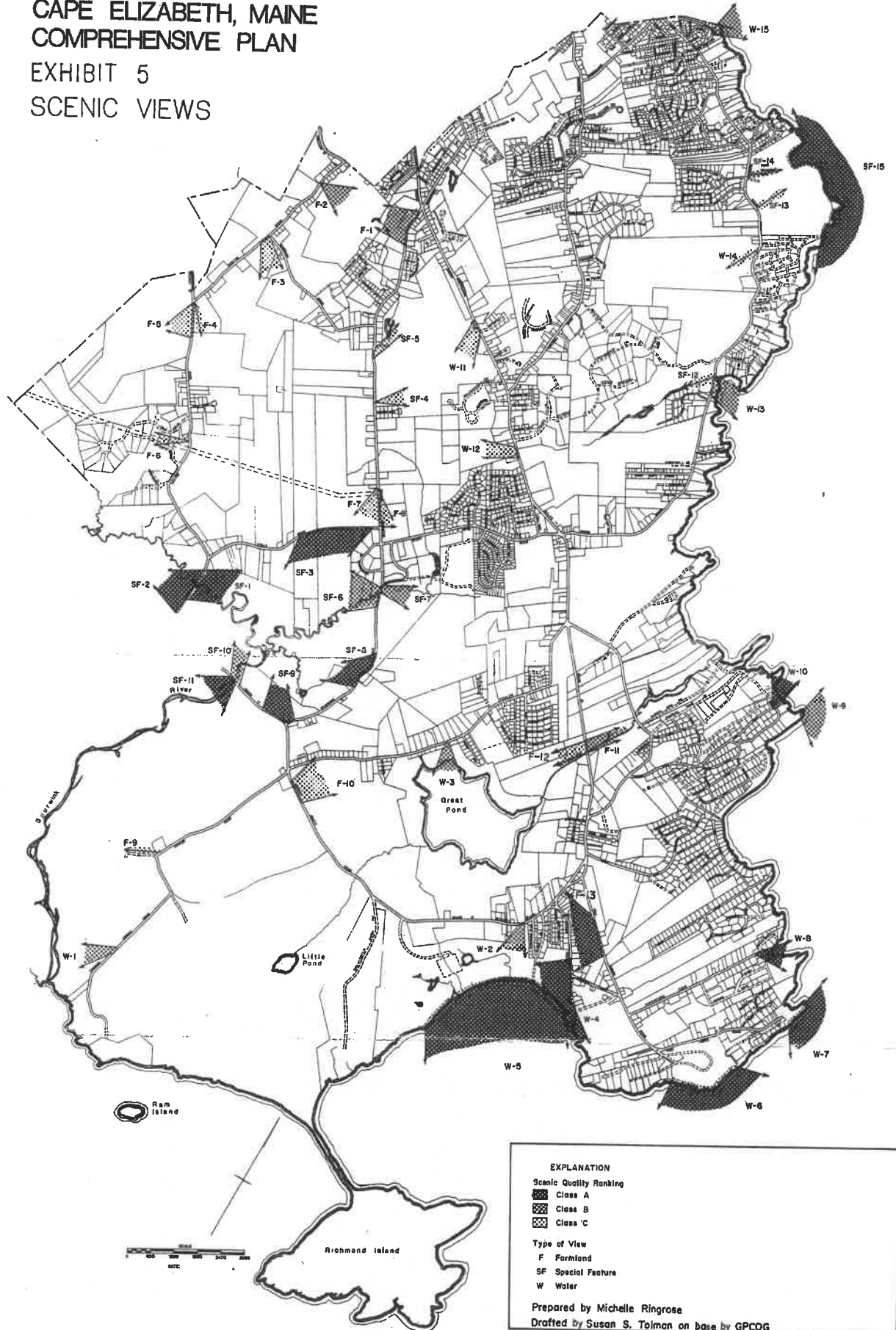
15.	Farm from Bowery Beach Rd.	F-10
	Purpoodock Country Club from Route 77	W-11
16.	Alewife Brook Farm west of Route 77	F-12
	Pond Cove Brook from Shore Road	SF-12
17.	Purpoodock Country Club from Spurwink Road	SF-5
18.	Fields and trees from Sawyer Road	F-6
19.	Fields & farmhouse from Fowler Road	F-9
20.	Fields at corner of Eastman and Sawyer Roads	F-3
	Purpoodock Country Club from Spurwink Road	SF-4
21.	Fields & trees from intersection of Ficket and Sawyer Rds.	F-4
	Jordan's Farm from Spurwink Rd.	F-7
22.	Southern Fort Williams from Shore Road	SF-13
	Lion's Field from Route 77	W-12
	Pond & field from Shore Road	W-14
23.	Farmland from Sawyer Road	F-5
24.	Fields from Spurwink Road	F-8

F= fields or farmland

W= water

SF= special feature (activity center, cultural landmark, or natural area)

CAPE ELIZABETH, MAINE
 COMPREHENSIVE PLAN
 EXHIBIT 5
 SCENIC VIEWS



EXPLANATION

Scenic Quality Ranking

- Class A
- Class B
- Class C

Type of View

- F Farmland
- SF Special Feature
- W Water

Prepared by Michelle Ringrose
 Drafted by Susan S. Tolman on base by GPCOG

The results can be compared with question 17 of the public opinion survey in which respondents were asked to identify "any natural areas or scenic views in the Town that (they) particularly enjoy, excluding existing public parks". The comparison must be made with caution for three reasons. First, we do not know whether the responses were made because an area was considered natural or scenic, or both. Second, many people listed public parks contrary to what they were requested to do. Lastly, many of the survey responses were not specific enough to allow direct comparison. For instance, when people identified the view from Shore Road as most scenic did they mean the entire road or a specific location such as Pond Cove?

In any case, the survey results and this study closely coincide in their concentration in six areas of town. The rank orders for this study have been adjusted from the ones shown in Exhibit 4 by counting views of the same feature only once according to the top ranked view. For instance, all of the views for Spurwink Marsh were aggregated as the top ranked area. This moved other places up in the order. Great Pond moved from 11th to 6th position. Views outside of the six areas are generally considered of lesser importance. The results of the comparison are shown in Exhibit 6 below.

EXHIBIT 6: A COMPARISON OF STUDY AND PUBLIC OPINION SURVEY RESULTS BY RANK ORDER

Rank Order:

1988 survey:

1. Shore Road
2. Spurwink Marsh & River
3. Two Lights
4. Pond Cove
5. Great Pond/Fort Williams
6. Kettle Cove

This study:

1. Spurwink Marsh & River
 2. Fort Williams
 3. Kettle Cove
 4. Two Lights
 5. Trundy Point
 6. Pond Cove/Great Pond
-

Trundy Point did not come out especially high in the public opinion survey, perhaps because it is not in a well traveled, highly populated part of town.

One other relationship to consider is that almost half of the views identified in this study are in the same area as that identified by the state as a scenic area of regional significance. The state area spans from the Spurwink River and Marsh to Two Lights.

All of the views identified in this study make the town distinct from other places and retain a sense of continuity with the past. Ninety-seven (97) percent of the respondents to the public opinion survey agreed (78% strongly) that the town should maintain existing scenic views as shoreland development occurs. While the survey did not ask the same question for views outside of the shoreland area, the response to question 17 with important views cited along most of the town's roads bears witness to interest in broadening view protection beyond views of the water.

While it is helpful to think of the views in three quality classes (A,B, &C), it is important to remember that it is the composite of all of the views, among other considerations, that gives the town its special character. All of the views included in the study were done so because they possess characteristics identified in the literature as contributing to high visual quality. They are all scenic. The view rating system, however, allows priorities to be decided and techniques developed to suit the special needs of each priority level or type of view.

Priorities are best used in determining the appropriate level of protection. In planning protection measures for views, one must consider both keeping the immediate area in front of the viewers free from obstruction and assuring that the quality of the scene that is viewed is maintained. The fact that the town or state own an area should not be viewed as automatic protection because even publicly-owned lands are vulnerable to change.

MANAGEMENT IMPLICATIONS & RECOMMENDATIONS

This section describes the relative importance of particular areas and scenic resources in the town and recommends strategies for their protection. Further explanation of how the suggested regulatory mechanisms can be implemented follows in later sections, "Recommended Policies for the Comprehensive Plan" and "Recommended Regulatory Provisions".

High Priority Areas

Exhibit 7: Map of High and Medium Priority Areas shows the general areas of town that appear to be of greatest importance according to this study and the public opinion survey. A description of each follows.

1. Spurwink River & Marsh Area

Special Features:

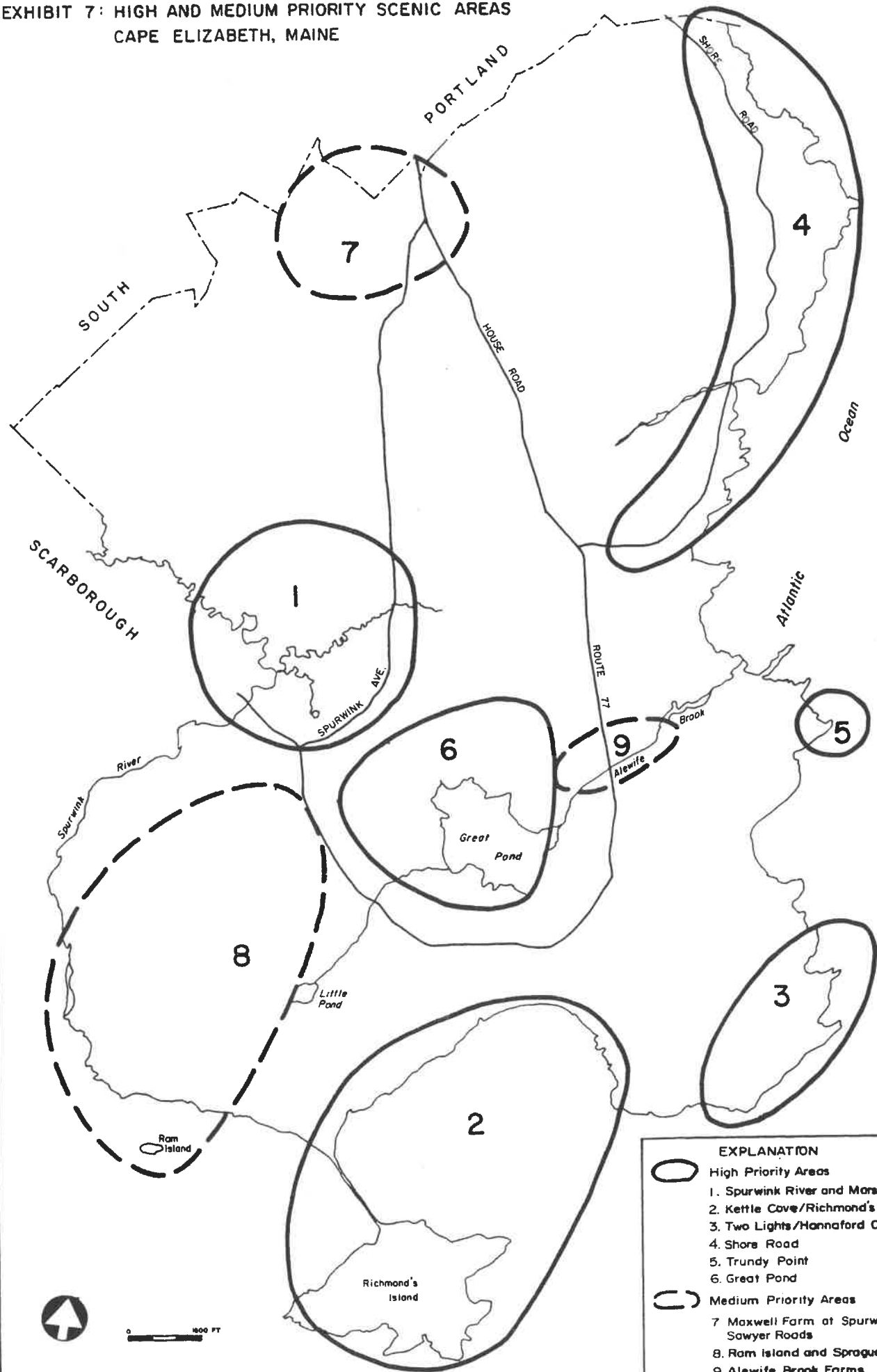
Spurwink River
 Spurwink Marsh
 Spurwink Church
 Riverside Cemetary
 Jordan's Farm
 Wainright's Pond
 Wells Road (scenic road)
 Spurwink Avenue (scenic road)
 Scenic Area of Regional Significance
 Gateway from Scarborough



Scenic Views:

A's: SF-2, SF-3, Sf-8, SF-9, Sf-11
 B's: SF-1, SF-6, SF-7, SF-10

This area is clearly a gem with almost a circumferential view possible from the roads that encircle and look down upon the marsh. It contains the most important ingredients needed for an area to be considered scenic by people out to enjoy the scenery - a high degree of naturalism, development that elicits Maine's special sense of place (Jordan's Farm, Spurwink Church, Riverside Cemetery), and views of water and long distances (Steinetz 1988). Its open character allows the view, but

**EXHIBIT 7: HIGH AND MEDIUM PRIORITY SCENIC AREAS
CAPE ELIZABETH, MAINE**



- EXPLANATION**
-  High Priority Areas
 - 1. Spurwink River and Marsh
 - 2. Kettle Cove/Richmond's Island
 - 3. Two Lights/Hannaford Cove
 - 4. Shore Road
 - 5. Trundy Point
 - 6. Great Pond
 -  Medium Priority Areas
 - 7. Maxwell Farm at Spurwink/Sawyer Roads
 - 8. Ram Island and Sprague Farms
 - 9. Alewife Brook Farms



0 1000 FT

makes it next to impossible to hide any development within the area circumscribed by the roads. One not only can look down at the marsh, but back up into the surrounding elevations as well. The visual experience of moving across the bridge and up the hill through undeveloped countryside to the church creates a wonderful sense of arrival into the town from Scarborough.

The church and cemetery are critical elements in the area. Their solitary aspect harkens back to the past when houses of worship stood on hilltops as beacons to parishioners. Development at the intersection in which they reside should be carefully managed if the town wants this image to remain. The existing telephone wires already detract from the quality of the visual experience.

These characteristics, plus its status as a scenic area of regional significance, argue in favor of strong measures to protect the area and keep fields mowed and visually open.

Recommendations:

- 1a. The Spurwink River and Marsh area, bounded by the Wells Road, Sawyer Road, Spurwink Avenue, and Route 77 and including views SF-7 and SF-2, should be protected in perpetuity through designation as a scenic conservation zone and the development of conservation easements held by a third party. This area is high priority for town acquisition and management to keep fields and important views visually open. For this area and others identified by townspeople as significant for public use and enjoyment, the town must balance its interests and the landowners investments in their properties, and provide fair market value for the land.
- 1b. High priority should be given to burying power lines at the Spurwink Church intersection and along its approaches.

2. Kettle Cove/Richmond's Island Area

Special Features:

Kettle Cove mooring area
 Crescent Beach
 Richmond Island
 Scenic Area of Regional Significance

Scenic Views:

A's: W-4,5
 B's: W-2

Views from Kettle Cove Park, Route 77, and Crescent Beach State Park look onto Seal Cove and Richmond Island. The undeveloped character of the land and the working harbor used by the town's commercial fishermen both significantly contribute to the high quality of this area. Richmond Island and the land west of Crescent beach State Park are highly visible and vulnerable to development. The view from Route 77 is especially important because it is a visual cue to people traveling this busy road that Cape is a coastal town.

Recommendations:

- 2a. The land that can be viewed from public places in this area should be protected in perpetuity through designation as a scenic conservation zone and the development of conservation easements held by a third party. This area should be high priority for state acquisition.
- 2b. Strong town support should be given to the fishermen in their use of this area to assure their livelihoods and the enjoyment the public derives from their presence.

3. Two Lights/Hannaford Cove Area

Special Features:

Two Lights State Park
 Two Lights Lighthouse
 Scenic Area of Regional Significance
 Two Lights Road (scenic road)

Scenic views:

A's: W-6,7 &8; F-13

This area is also in the area identified by the state as regionally significant. A working farm graces arrival into the area from Route 77. The Coast Guard still owns ten acres of land between Leadbetter's Lobster House and the lighthouse.

Recommendations:

- 3a. The state, federal, and private land viewed from these public places and scenic views should be protected in perpetuity through designation as a scenic conservation zone and the development of conservation easements held by a third party.
- 3b. The town should ask the Coast Guard to transfer ownership of its land in this area to the town.

4. Shore Road Area

Special Features:

Fort Williams
 Portland Head Light
 Shore Road (scenic road)
 Pond Cove Brook
 Gateway from South Portland

Scenic views:

A's: SF-15
 B's: W-13, SF-14, W-15
 C's: SF-12, W-14, Sf-13

Shore Road was identified by the public opinion survey as the most enjoyed scenic/natural area in town. The curvilinear alignment of the road, undeveloped character, and frequent grade changes enhance the visual quality as do the views of the ocean and period architecture of the old estates. Visual interest is also heightened by Fort Williams which invites people to explore the area further. People who walk along the road know of its more intimate delights such as the view in winter up Pond Cove Brook. The view of Pond Cove across the road from the brook is especially favored by town residents and visitors who stop to admire its beauty. Unfortunately, the road width is not appropriate for a turn-out here and landowners complain of the intrusion and traffic problems.

Some aspects of the area are somewhat protected already. There is an existing town policy on Fort Williams that states that the lighthouse, the road and field at the park should not be developed, but policy is subject to ready change. The foreground of the view off Sea View Avenue (W-15) is also owned by the town and requires vegetation management to keep it open.

Recommendations:

4a. All of the special features and scenic views should be protected in perpetuity through designation as a scenic conservation zone and the development of conservation easements held by a third party. This area should be high priority for state acquisition. Those places currently privately owned should be considered for town acquisition with priority given to the A and B views.

4b. The viewing/traffic/intrusion problem at Pond Cove should be studied and recommendations made for resolving the problems. Consideration should be given to the desirability of selectively cutting the vegetation to maintain as full a view to the cove as is possible.

5. Trundy Point

Special Features:

Trundy Point

Scenic Views:

A: W-10

B: W-9

These views at Trundy Point are of neighborhood significance, but of high quality. W-9 occurs in the shoreland setback and does not need further protection unless physical public access is desired.

Recommendations:

5a. The land outside of developed lots encompassed by both views should be placed in a conservation zone and scenic conservation easement placed upon it.

5b. An appropriate conservation organization should purchase the undeveloped portions of the views at Trundy Point.

6. Great Pond

Special Features:

Great Pond
Fowler Road (scenic road)

Scenic Views:

B: W-3

This water body is especially important because it is the only dominant freshwater body in town, offering a contrasting visual experience to the coastal water views. The high degree of naturalism of the area contributes significantly to its quality. Only one view is afforded the public from Fowler Road (W-3). Public access is limited, but Maine law allows people to pass over unimproved private property to hunt and fish in Great Ponds (Title 17, Sec 3860).

Recommendations:

- 6a. The town should place the land that can be viewed from the road at W-3 and the pond in a scenic overlay zone where the objectives are to keep the view from the road unobstructed and screen development around the pond from view from the water and shoreland. A visual impact study should be required for development in the zone.
- 6b. The town should give the view from Fowler Road (W-3) medium-high priority for town acquisition.

Medium Priority Areas

7. Maxwell Farm Area at Spurwink and Sawyer Roads

Special Features:

Maxwell Farm
Sawyer Road (scenic road)
Spurwink Road (scenic road)

Scenic Views:

B's: F-1 & 2

The views of the Maxwell Farm from Spurwink and Sawyer Roads offer a restful and interesting transition and counterbalance to the more

heavily developed area of South Portland. They are especially important since so many people pass by them on a daily basis.

Recommendations:

- 7a. The area encompassed by the farm and the views should be placed in a scenic overlay zone where the objective is to retain the rural character of the area. A visual impact study should be required for development in the zone.
- 7b. The town should work with the landowner in assuring permanent protection for this area.

8. Ram Island and Sprague Farms Area

Special Features:

Ram Island Farm
 Charles E. Jordan Rd (scenic road)
 Fowler Rd west (scenic road)
 Sprague Hall
 Little Pond

Scenic Views:

B: W-1
 C: F-9

This special rural landscape is retained primarily in a single landholding. It is a unique tapestry of fields, woods and views of the ocean.

Recommendations:

- 8a. The area encompassed by the farm, Sprague Hall, and the views should be placed in a scenic overlay zone where the objectives are to retain the rural and coastal character of the area. A visual impact study would be required for development in the zone.
- 8b. The town should work with the landowner in assuring permanent protection for this area.

9. Alewife Brook Farm Area

Special Features:

Alewife Brook Farm
Alewife Brook

Scenic Views:

B: F-11
C: F-12

This area is another important vestige of the town's rural past and especially important because so many people pass by it on a daily basis.

Recommendations:

- 9a. The area encompassed by the farm and the views should be placed in a scenic overlay zone where the objectives are to retain the rural character of the area. A visual impact study should be required for development in the zone.
- 9b. The town should work with the landowner in assuring permanent protection for this area.

Lower Priority Areas

10. All others

Special Features:

Private:

Purpoodock Country Club
CE Church/Seaside Cemetary
Jordan's Farm
LibrarySawyer Road Quarry
Jordan's Pond
Ram Island
Willow Brook Pond
Pollock Creek Pond

Public:

Middle School (Old High School)
Town Hall
Thomas Memorial
Lions' Field

Scenic Views:

C's: F-3,4,5,6,10; SF-4,5; W-11,12

The remaining features and views are important collectively more than they are individually in contributing to the town's visual sense of place. Many of the natural features identified in the special features inventory are not visually accessible from public places. The town has an interest in assuring that the visual quality of these places is retained through thoughtful site planning if and when they are developed.

Recommendations:

- 10a. The features and views should be placed in a scenic overlay zone with the objective of minimizing visual impacts from development upon them.
- 10b. Changes to the public properties or development of lots adjacent or facing them should be conducted so as to protect or enhance their visual and symbolic qualities.
- 10c. When the privately-owned features or views are proposed for development, the burden of proof should be on the applicant to analyze the visual attributes of the site and demonstrate how the project will enhance or protect the important visual elements such as stone walls, farmhouses and ponds.

Other Visual Considerations

11. Scenic Roads

Most of the town's original roads retain their scenic characteristics. The several stretches of road identified as having distances greater than 1/4 mile of undeveloped wooded or open character are key in shaping distinctions between the parts of town and maintaining rural character. Studies have shown that people no longer perceive a landscape to be rural when more than 50% of it has been developed (Zube 1973 and Pogacnik 1979). Losing the remaining stretches of undeveloped road could well put Cape over the breaking point where the town is no longer perceived to be rural.

Recommendations:

- 11a. When road construction projects are proposed for any of the five roads designated scenic because of their alignment, the Planning Board should review and comment to the Council upon the plans and identify and adverse visual impacts that may result.
- 11b. Performance standards should be developed for all of the scenic and undeveloped stretches of roads to assure that their rural character and architectural integrity is retained and protected. The roads should be designated as scenic corridor overlays. See "Recommended Regulatory Provisions" for suggested performance standards.

12. Undeveloped Shoreland Areas

Cape Elizabeth, and indeed Casco Bay, are at a critical point where there is not a great deal of shoreland left that appears undeveloped from the water. Shoreland areas are like roadways; they reach a point where further development tilts people's perceptions unfavorably. Concentrating development that is visible in already developed areas would help limit the cumulative erosion of scenic quality in the Casco Bay/Cape Elizabeth area.

Recommendations:

- 12. The remaining natural-appearing stretches of coastal shoreland area should be identified and performance standards developed to retain the character by screening development from view.

13. Developed Shoreland Areas

Many people in the town are concerned that existing private views are being obstructed as newer property is built. Maine's sand dune regulations take this issue into account partially through a policy that "no building shall be constructed such that any part extends seaward of the line drawn between the seaward most point of the buildings on adjacent properties where such construction would significantly obstruct the view from an adjacent building". This approach, however,

only takes into account properties in beach areas and then only those that are adjacent rather than tiered.

Recommendations:

13. The town should develop performance standards that protect existing views of the water from obstruction. See "Recommended Regulatory Provisions", page , for suggested performance standards.

14. Architectural and Historic Resources

This study was not designed to identify and characterize the many buildings and developed areas in town having architectural, historical, or other visual significance. There are, however, several that merit consideration in this light such as Delano Park, the estates along Shore Road, old farmhouses that contribute to rural character, and homes built by famous architects.

Recommendations:

14. The town should conduct an inventory and develop recommendations to protect buildings and neighborhoods with architectural, historic, or other visual significance through a design review process. The results should also be built into performance standards governing the scenic corridor overlay area.

15. General Recommendations

- 15a. The Working Group should document each scenic view and special feature with photographs. The photographs should be taken according to the following specifications:

- * 35 mm camera with a 55mm lens and tripod
- * color or black and white film, photographs enlarged to at least 5 X 7 inches
- * For wide angle and panoramic scenes, a set of overlapping photographs should be taken so that when they are

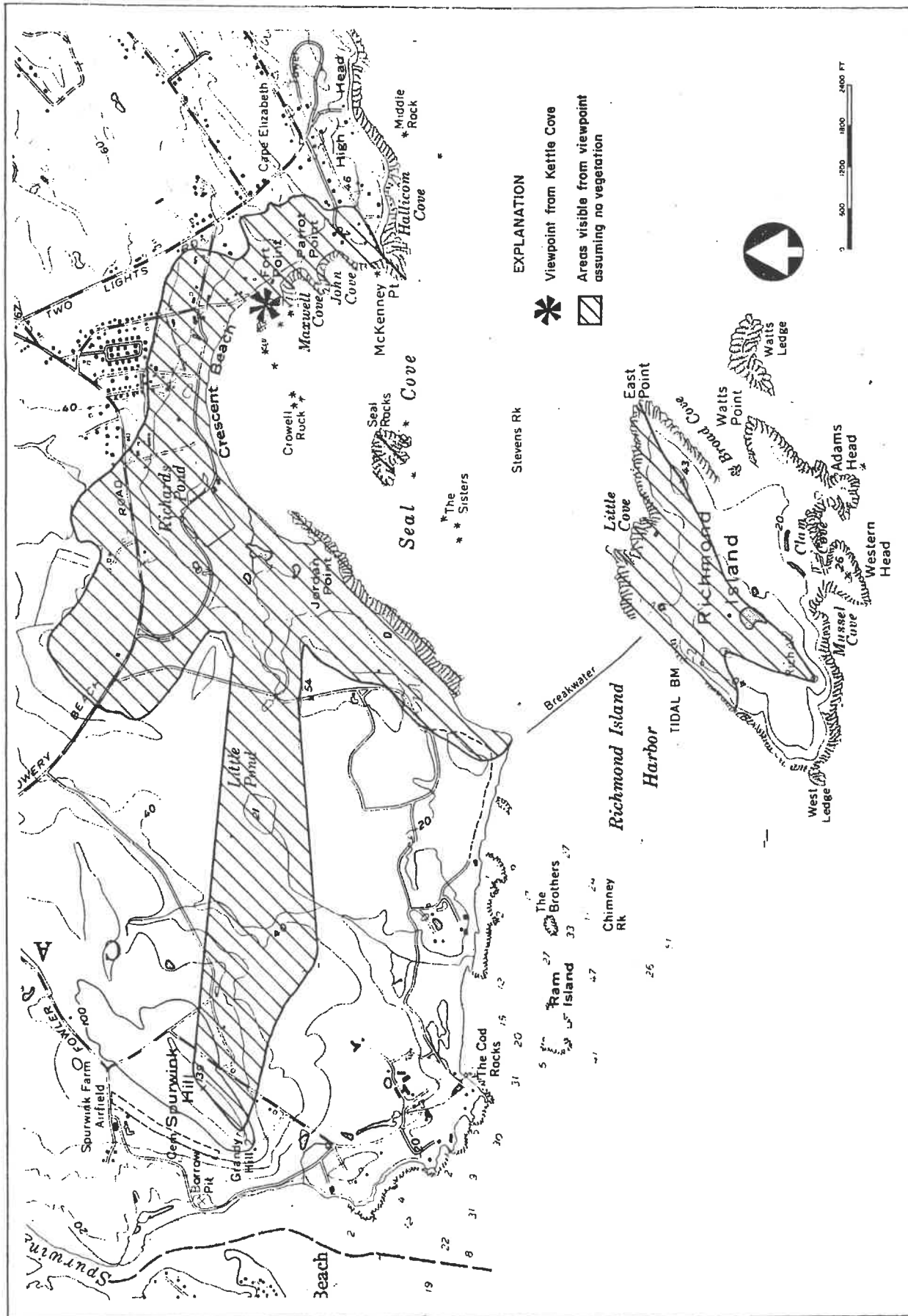
overlain they encompass the entire scene. Such photos should be taken with the horizon lines in the same position so they can be spliced together if desired.

- 15b. The town should develop, in conjunction with the utility companies, a priority system for burying power lines in scenic areas.
- 15c. The town should develop and periodically update, in conjunction with the Maine Department of Transportation and Central Maine Power Company, a management plan for the cutting, pruning and planting of vegetation along public roads and other public areas.
- 15d. Maps should be made showing the lands that are visible from all of the scenic views identified in this study and those portions of the medium and lower priority views that are to be kept free from obstruction by development. As an example, the land that can be viewed from Kettle Cove is shown on Exhibit 8: Sample Map Depicting the Viewshed of a Scenic View. This map shows land visible from a given point, assuming no vegetation and a five foot tall observer. An alternative analysis could be done showing where thirty foot buildings (or thirty-five or forty foot), if constructed, would be visible from the viewpoint.
- 15e. A gift catalogue should be established to specify particular lands or projects for which the town will accept gifts of money, land, or services from benefactors.

RECOMMENDED POLICIES FOR THE COMPREHENSIVE PLAN

1. The scenic resources of the town shall be stringently protected.
2. New development shall be guided away from high priority scenic areas and carefully managed in medium and lower priority scenic areas.
3. Scenic views from public places shall be kept free from obstruction by development and the growth of vegetation..
4. Development shall be designed and sited to maintain the appearance of an undeveloped and rural landscape.

EXHIBIT 8: SAMPLE MAP DEPICTING THE VIEWSHED OF A SCENIC VIEW



5. Development shall be located so as to maintain or restore the visual distinction between the business district and other heavily built neighborhoods, and rural portions of town.
6. New development shall not substantially obstruct views of the water or special features from existing structures.
7. The town shall work with landowners to protect scenic areas through conservation easements.

RECOMMENDED REGULATORY PROVISIONS

The Visual Resource Management Implications and Recommendations section identified several regulatory provisions to strengthen protection of visual resources. The following is an expansion upon those ideas including suggestions for specific performance standards.

Scenic Conservation Zone

The purpose of the scenic conservation zone is to protect fragile, high quality scenic areas from destruction and set them aside for public use. In publicly owned portions of the zone there shall be no structures allowed. Activities compatible with open space and protection of scenic and natural values such as farming, woodlot management, and passive recreation will be permitted on either publicly owned or private property in the zone. If an owner wishes to sell his or her property, the town shall be given the right of first refusal. If the town opts not to purchase the land, then it will fall under the provisions of the scenic overlay zone for medium priority areas.

Scenic Overlay Zone

A scenic overlay zone means that landowners and developers must meet additional provisions to those specified in the general zoning district in which the property is located. Three kinds of scenic overlay zones are recommended for: medium priority areas, lower priority areas, and scenic road corridors.

1. Medium Priority Areas

The major difference between the medium priority areas and the other two scenic overlay zones is that a visual impact study would be required for development activities in this zone. A visual impact study characterizes the visual attributes of the project area and its vicinity and demonstrates how the project will fit in without degrading the quality and character, or obstructing views. It also shows through some simulation technique what the project will look like from key viewpoints when it is built.

The areas recommended for this zone are all working farms with the exception of Great Pond. Performance standards would concentrate on maintaining the rural character by:

- clustering development in woods or at the edge of farmland,
- assuring that new structures reflect the vernacular architectural style of Southern Maine farms and rural homes,
- requiring common driveways or access roads with driveways opening onto interior roads and relaxing cul de sac length,
- minimizing roadway width and disturbance of vegetation in the right of way (The Center for Rural Massachusetts recommends 18" road widths based upon the dimensions of roads that existed before land use regulations.),
- requiring the use of colors, heights, massing, lighting, and other architectural details which minimize the presence of development or blend it in with the historical character of farmsteads in town,
- making sure provision has been made for the management of open space to retain its character.,
- locating any parking lots behind structures away from public view, and
- providing wooded buffers between actively farmed areas and developments where appropriate.

See "Dealing with changes in the Connecticut River Valley: A Design Manual for Conservation and Development" by Yaro et al.

2. Lower Priority Areas

A detailed, professionally-conducted visual impact study would not be required in these areas. The applicant, however, in his or her application would have to describe the attributes of the site or special feature and how the project design and layout take them into account and protect visual quality and avoid view obstruction. The application should include a checklist of visual elements that the Board is most interested in, such as:

- existing buildings with vernacular style on the site or in the vicinity
- stonewalls
- ponds and streams
- open areas
- visually interesting vegetation
- visually prominent areas of the site
- landforms and rock outcrops.

Performance standards would be similar, if not the same, as those specified for medium priority areas.

3. Scenic Road Corridors

Performance standards for the corridors would minimize access ways, retain wooded buffers where appropriate, and prohibit grade, alignment, and width changes that would jeopardize visual quality.

They could include:

- strictly limiting the number of curb cuts on the scenic road through requiring developments to site driveways on interior roads or common driveways,
- strictly limiting the clearing of vegetation within a specified setback (at least 100' is recommended; setbacks should be deeper if future widening is planned or inevitable because of traffic volumes),
- encouraging shared driveways in semi-developed areas.

- requiring the retention of stonewalls, canopy trees and other visual elements, and
- requiring the burying of utility wires.

Protecting Private Views

Performance standards would be applicable to new construction in areas where views of the water already exist. The standards would allow flexibility in accomodating site specific conditions through one or more of the following:

- staggering lot lines and building sites,
- prohibiting growth of trees and tall shrubs and construction of fences in areas that will obstruct views,
- relaxing side yard requirements,
- orienting structures creatively,
- allowing some increased height for decreased mass, and
- staggering building heights down slope toward the water.

REFERENCES CITED

1. Dominie, H. and M. Droege 1987. A Proposed Method For Coastal Scenic Landscape Aesessment with field test results for Physiographic Regions I (Kittery to Scarborough) and II (Cape Elizabeth to Sough Thomaston). Maine State Planning Office.
2. Pogacnik, A. 1979. Environmental public preferences as obtained by the method of photo interpretation in the Ljublijana region. Urban Ecology 4:45-59.
3. Smarden, R.C. 1984. St. Lawrence River Scenic Access Study, College of Environmental Science and Forestry, School of Landscape Architecture, State University of New York.
4. Steinetz, C. 1988. Toward a Sustainable Landscape Design where Visual Preference and Ecological integrity are congruent - and What to do When They are Not. In Proceedings from Selected education Sessions of the 1988 IFLA World Congress and the 1988 ASLA Annual Meeting.

5. Yaro, R. et al. 1988. Dealing with Change in the Connecticut River Valley: A design Manual for Conservation and Development, Volume Two. Center for Rural Massachusetts.
6. USDA Forest Service. 1974. National Forest Landscape Management Volume 2, Chapter 1: The Visual Management System. USDA Agricultural Handbook No. 434, 47p. US Government Printing Office, Washington, D.C.
7. Zube, E.H. 1973. Rating Everyday landscapes of the Northeastern United States. Landscape Architecture 63(3):370-375.



SCENIC ASSESSMENT: SPECIAL VIEW FIELD FORM

Appendix 1

Code: _____ Location: _____ Recorder: _____ Date: _____

Scenic Indicator: _____ Circle one _____

Points

1. View duration:	greater than 1/2 mile (4)	2/10-1/2 mile (2)	Intermittent view at least 1/4 mile (1)	less than 2/10 (0)	_____
2. View elevation:	greater than 40 feet (4)	20-39 feet (2)	less than 20 feet (0)	_____	_____
3. Viewing distance:	greater than 1 mile (4)	1/4 to 1 mile (2)	less than 1/4 mile (0)	_____	_____
4. Presence of water:	dominant and configurated (7)	dominant and not configurated (5)	Configurated but not dominant (3)	present but not dominant (1)	not present (0)
5. Naturalism/ pastoralism:	few signs of development (7)	development is present but inconspicuous or confined (4)	development is dominant or detractors are present (0)	_____	_____
6. Land use/edge diversity:	4 or more cover/ use types (5)	2 or 3 types (3)	1 type only (0)	_____	_____
7. Special features:	(number) _____ x (7)	_____	_____	_____	_____
Total					_____

Description of view (describe what can be seen and note exceptional attributes or detractors):

Appendix 2

SPECIAL FEATURE FIELD FORM

Site Name _____

Code _____

Site visit conducted by _____

Date _____

Description: distinguishing attributes, detractors, or views

1. Distinguishing attributes: _____

2. Characteristics of surrounding area which detract or enhance the feature: _____

3. The feature can be seen from the following public places: _____

4. Ownership: Public _____ Private _____
Non-profit _____ Conservation easement _____ Name of Owner: _____
Property Tax Map #: _____

5. Current zoning status (list district and density/use restrictions): _____

6. Evaluation: Circle one for each: Significance _____ Visibility _____ Sensitivity _____
Hi Med Low Hi Med Low Hi Med Low

Definitions of terms: 1. Significance - What is the quality of importance compared with other features of the same type in the region/town? (Spurwink Church - High); 2. Visibility - can the feature be readily seen from a public place(s) and how visually prominent is it? (Portland Headlight - High); 3. Sensitivity - is the feature located in a place seen by many people on a daily basis? (Pond Cove gateway - High).

